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Congressional Information Service,
Washington, D.C.

Calendar No. 138

101ST CONGRESS
1st Session

SENATE

REPORT
101-62

TRAILS INTERPRETATION CENTER, COUNCIL BLUFFS, IOWA

JULY 6 (legislative day, JANUARY 3), 1989.—Ordered to be printed

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Filed under authority of the order of the Senate of June 22 (legislative day, January 3), 1989

Mr. JOHNSTON, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany S. 338]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 338) to authorize the Secretary of the Interior to provide for the development of a trails interpretation center in the city of Council Bluffs, IA, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill, as amended, do pass.

The amendments are as follows:

1. On page 4, line 13, delete "such costs of" and insert in lieu thereof "such costs or".

2. On page 5, delete subsection (e) in its entirety and insert:

> (e) SATISFACTION OF ECONOMIC DEVELOPMENT ADMINISTRATION RESTRICTIONS.—Any restrictions, covenants, reversions, limitations, or any other conditions imposed by the Economic Development Administration relating to or affecting the use, transfer, or other disposition of any land which is donated to the Secretary for the purpose of developing the trails interpretation center under this section shall be extinguished upon the acceptance of such donation by the Secretary.

29-010

S313-13

PURPOSE OF THE MEASURE

The purpose of S. 338 is to authorize the Secretary of the Interior to establish a trails interpretation center in Council Bluffs, Iowa. The center would provide for the interpretation of the history of development and use of the Lewis and Clark National Historic Trail, the Mormon Pioneer National Historic Trail, and the Oregon National Historic Trail.

BACKGROUND AND NEED

Before the 19th century, the land west of the Mississippi River was inaccessible and uncharted. After the Louisiana Purchase added 530 million acres to the United States in 1803, Thomas Jefferson commissioned Lewis and Clark to explore this unknown territory. The findings from their 2-year, 8,000 Mile journey prompted others to follow.

In 1846, the Mormons, driven west by religious persecution, moved into the Missouri River valley to set up winter quarters. From there, Brigham Young organized the emigration of his people west through Iowa, Nebraska, and Wyoming, eventually settling in the Great Salt Lake Basin of Utah.

Along with the Mormons came the homesteaders and gold-rushers of the middle and late 1800's, many of whom followed the Oregon Trail west. Enduring often arduous journeys, 350,000 persons are estimated to have migrated west from 1841 to 1866.

Many of the routes and trails taken by the early pioneers passed through the vicinity of Council Bluffs, Iowa. Among them are the Lewis and Clark Trail, the Mormon Pioneer Trail and the Oregon Trail.

SUMMARY OF THE MEASURE

S. 338 would authorize the Secretary of the Interior, in furtherance of the purposes of section 7(c) of the National Trails System Act, to provide for a trails interpretation center in Council Bluffs, Iowa. The purpose of the center is to aid in interpreting the history, development and use, in Iowa, of the Lewis and Clark, the Mormon Pioneer, and Oregon National Historic Trails.

Not later than 1 year after the enactment of the legislation, the Secretary is directed to complete a plan and design for the center. In preparing the plan and design, the Secretary is directed to consult with the Governor of Iowa and to cooperate with other public and private entities. In particular, the Committee belives that the Secretary and the Governor of the State of Iowa should consult with representatives of the Oregon-California Trail Association, Lewis and Clark Trail Association and Mormon Pioneer Trail Foundation prior to and during the period the interpretation center is planned and operated. Other appropriate groups and individuals with knowledge of the history of the area should also be consulted in order to provide visitors to the center with information accurately portraying past events of this historically significant area in and around Council Bluffs and Winter Quarters.

The bill authorizes the Secretary, in implementing the plan, to acquire lands, and construct an interpretative center on such lands. The Federal share of the costs for planning, acquisition and

development of the center may not exceed 80 percent of the total costs, or $10 million, whichever is less.

The bill also includes a provision which extinguishes restrictions which have been imposed in the past by the Economic Development Administration on lands which may be donated to the Secretary for purposes of developing the interpretation center. Such a restriction now exists on lands which the city of Council Bluffs has expressed an interest in donating to the Secretary for the center. In the 1970's, the Economic Development Administration awarded a grant to the city of Council Bluffs which allowed the city to improve riverfront property by developing a 50-acre picnic area and campground, and a series of lagoons. A restriction was placed on the grant that such facilities purchased with the grant be devoted to "public purposes." Since there was some question as to whether the development of the trails interpretation center would constitute a "public purpose", language was included in the bill to extinguish the Economic Development Administration restriction.

LEGISLATIVE HISTORY

S. 338 was introduced by Senators Harkin and Grassley on February 2, 1989. The Subcommittee on Public Lands, National Parks and Forests held a hearing on the measure on April 5, 1989.

At the business meeting on June 21, 1989, the Senate Committee on Energy and Natural Resources ordered S. 338, as amended, favorably reported.

COMMITTEE RECOMMENDATIONS AND TABULATION OF VOTES

The Senate Committee on Energy and Natural Resources, in open business session on June 21, 1989, by a majority vote of a quorum present, recommends that the Senate pass S. 338 if amended, as described herein.

The rollcall vote on reporting the measure was 18 yeas, 1 nays, as follows:

YEAS	NAYS
Mr. Johnston	Mr. Wallop
Mr. Bumpers	
Mr. Ford [1]	
Mr. Metzenbaum	
Mr. Bradley	
Mr. Bingaman	
Mr. Wirth	
Mr. Conrad [1]	
Mr. Heflin	
Mr. Rockefeller [1]	
Mr. McClure	
Mr. Hatfield [1]	
Mr. Domenici	
Mr. Murkowski	
Mr. Nickles [1]	
Mr. Burns	
Mr. Garn	
Mr. McConnell [1]	

[1] Indicates voted by proxy.

COMMITTEE AMENDMENTS

During the consideration of S. 338, the Committee adopted two amendments. The first amendment simply corrects a typographical error.

The second amendment clarifies language already in the bill which was designed to lift any restrictions which may have been imposed in the past by the Economic Development Administration on lands which may be donated to the Secretary of the Interior for purposes of developing the interpretation center. A more detailed description of this amendment is included in the "Summary of the Measure" section of this report.

COST AND BUDGETARY CONSIDERATIONS

The following estimate of the cost of this measure has been provided by the Congressional Budget Office:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, June 29, 1989.

HON. J. BENNETT JOHNSTON, Jr.,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the attached cost estimate for S. 338, a bill to authorize the Secretary of the Interior to provide for the development of a trails interpretation center in the city of Council Bluffs, Iowa, and for other purposes.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

ROBERT D. REISCHAUER.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 338.

2. Bill title: A bill to authorize the Secretary of the Interior to provide for the development of a trails interpretation center in the city of Council Bluffs, Iowa, and for other purposes.

3. Bill status: As ordered reported by the Senate Committee on Energy and Natural Resources, June 21, 1989.

4. Bill purpose: S. 338 would authorize the Secretary of the Interior to establish a trails interpretive center in the city of Council Bluffs, Iowa. Within one year of the bill's enactment, the Secretary would be required to complete a design plan for the project. In order to implement the plan, the Secretary would be authorized to acquire a site (by purchase, donation, or exchange) and construct the center. The federal share of design, acquisition and develop-

ment costs would be limited to the lesser of $10 million or 80 percent. Operation and maintenance of the center may be provided by a nonfederal entity through a cooperative agreement.

5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1990	1991	1992	1993	1994
Estimated authorization level	10.0				
Estimated outlays	0.5	1.5	3.0	2.5	2.5

The costs of this bill fall within budget function 300.

Basis of estimate: For purposes of this estimate, it is assumed that S. 338 will be enacted during fiscal year 1989 and that the full amounts authorized will be appropriated for fiscal year 1990. Based on information obtained from the National Park Service and the city of Council Bluffs, CBO estimates that the federal government's share of total project costs would be about $10 million. Outlay estimates are based on historical spending patterns for similar projects as well as on information obtained from local authorities. No costs have been included for annual operation and maintenance of the center, which is expected to be provided by private organizations.

6. Estimated cost to State and local governments: While the total cost of this project is uncertain, nonfederal sources will have to contribute at least $2.5 million in order to obtain the $10 million in federal funds. Some of this contribution is likely to be provided by the State of Iowa and the city of Council Bluffs.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Deborah Reis.

10. Estimate approved by: C.G. Nuckols, for James L. Blum, Assistant Director for Budget Analysis.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 338. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact of personal privacy.

Little, if any, additional paperwork would result from the enactment of S. 338, as reported.

EXECUTIVE COMMUNICATIONS

The pertinent legislative report received by the Committee from the Department of the Interior setting forth executive agency recommendations relating to S. 338 is set forth below:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, DC, April 28, 1989.

Hon. J. BENNETT JOHNSTON,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN:

This responds to your request for our views on S. 338, a bill "To authorize the Secretary of the Interior to provide for the development of a trails interpretation center in the city of Council Bluffs, Iowa, and for other purposes."

We recommend that S. 338 not be enacted.

S. 338 would direct the Secretary of the Interior within 1 year to complete a plan and design for a trails interpretation center in Council Bluffs, Iowa. The purpose of the center would be to interpret the history of development and use in Iowa and the adjacent region of three designated historic trails—the Lewis and Clark, Mormon Pioneer, and the Oregon National Historic Trails.

The bill would authorize the Secretary to acquire lands by donation, purchase, or exchange; to construct an interpretive center on the lands acquired; and to enter into cooperative agreements with the State of Iowa, the City of Council Bluffs, and other public or private entities for the operation and maintenance of the center.

Section 2(d) of the bill would limit the Federal share of the cost of planning, acquisition, and development to 80 percent of such costs or $10 million, whichever is less. It also would waive any restriction under Economic Development Administration regulations on the use or transfer of non-Federal property if the Secretary were to accept a donation of such restricted property for development of the center.

The routes of three national historic trails cross in the vicinity of Council Bluffs, Iowa—the Lewis and Clark, the Mormon Pioneer, and the Oregon Trail. In 1986, the city of Council Bluffs and interested citizens requested the National Park Service office in Omaha to provide technical advice on ways in which these three trails could be interpreted to promote tourism and recreation in the area. The regional office recommended that the State and city governments form a partnership with private interests to develop interpretive programs and materials. The National Park Service offered to provide technical assistance in planning and preparation of materials.

We believe our role should be limited to providing technical assistance to the city and private interests, which we can provide under existing authority. While we have made no formal estimates of the costs of the proposed center, we understand from staff discussions with the city and other proponents that a development cost of as much as $30 million is being considered.

We cannot support Federal funds for such a project. There is no historic fabric here that would be preserved and protected, and the Center would be contemporary construction. We believe, in light of

the scarce Federal dollars available for new and existing parks, that our funds should be spent on high priority resource needs instead.

Under section 7(c) of the National Trails System Act, the Secretary is already authorized to provide for trail interpretation sites at historic sites along the route of any national historic trail. However, of the management plans that we prepared for each of the three trails whose route crosses the Council Bluffs area, none recommended that a trail interpretation center be developed at the site proposed earlier by the city.

It also should also be noted that the State of Missouri and the city of Independence are currently developing a major historic trail interpretive center, known as the Frontier Trails Center, with State, local, and private funds. This center will focus on the Oregon, California, and Sante Fe Trails. We believe this approach is preferable to the Federal construction that would be authorized by S. 338 for Council Bluffs.

In conclusion, we believe a trails interpretation center, as proposed by the city and Chamber of Commerce of Council Bluffs, is a worthwhile effort if developed by State, municipal, and private interests. We have offered to provide technical assistance, and that offer still stands. However, because the site has no historical significance, because of the costs involved, and because an existing law is adequate to provide for any trail interpretation that might be appropriate for the three trails involved, we cannot support the provisions of S. 338.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

BECKY NORTON DUNLOP,
Assistant Secretary.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. 338, as reported.

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